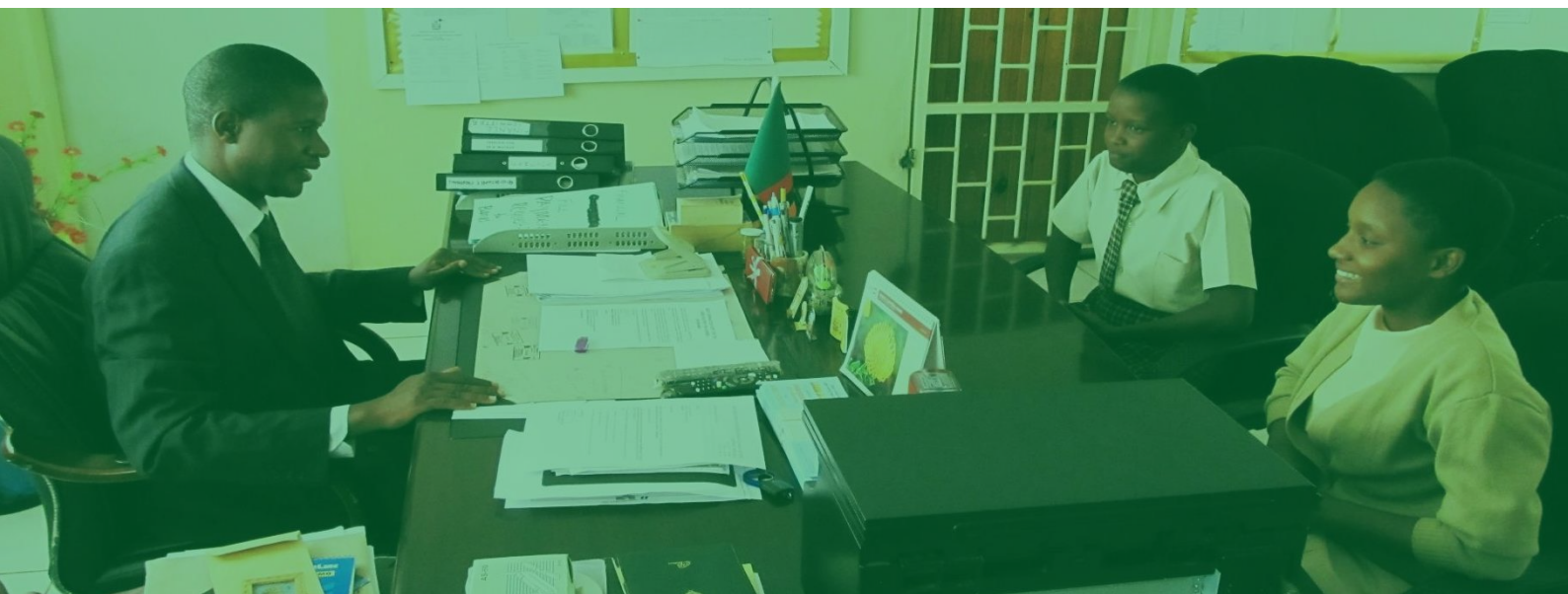


REPUBLIC OF ZAMBIA
Ministry of General Education

SCHOOL GUIDANCE & COUNSELING STRATEGY



2017- 2022

March 2016



USAID
FROM THE AMERICAN PEOPLE



C
CREATIVE

RTS Learner Support & Services Series # 2



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Forword

The Ministry of General Education (MoGE), is in the preoocess of developing the Seventh National Development following the successful completion of the revised SNDP (2012-2017). At the same time the Directorate of Teacher Education and Specialised Services Guidance and Counseling Services Unit has produced the Handbook on the Administration and Managment of Guidance and Counseling in the Education sector. The Administration and Management guideline has been developed to assist Guidance and Counseling Personnel, Education Managers and other relevant stakeholders to effectively implement Guidance and Counseling programs. Accompanying the handbook is the strategy for effective implementation of the interventions. While the Handbook outlines what needs to be put in place to have an effective guidance and counseling system in place, the strategy outlines how this will be done taking into account the challenging environment in which Guidance and Counseling services is provided. The purpose of the Guidance and Counseling Five year strategy (2017-2022) is to establish a set strategies for providing psychosocial care, support and protection services to learners at primary and secondary levels. The Guidance and Counseling Five year Strategy is aligned to the Seventh National Development Plan, the National Implementation Framework Four (IV) and the Sustainable Development Goals (SDGs).

In the recent past, the pass rates in most of the Zambian Primary and secondary schools have not been impressive. The bad results cannot be blamed on the quality of teaching alone, but other factors that may be invisible to the eyes of everyone. The factors include learners' levels of worry, anxiety, fear, and uncertainty of the future. All these factors require to be addressed if the knowledge being given to learners is to yield positive results. Attempts to support Orphans and Vulnerable (OVC) with school requisities such as uniforms, books and fees to ensure that the children get access to school. Despite the numerous interventions, the performance of many of learners has continued to decline mainly because of the learners' unresolved issues which teachers have to not been able to address. Measures have been taken to address some of the unresolved issues for learners by government through policy reviews in order to make the school enviroment suitable for quality teaching and learning. The development of this five year strategy and its accompanying handbook is one such step to address SRH, HIV and AIDS, Life Skills and other contemporary and emerging issues. All policies and strategies are aimed at facilitating effective delivery of Psychosocial Care, Support and Protection of learners and teachers.

I am confident that this Guidance and Counseling Five year Strategy will assist institutions such as schools to operationalise and institutionalise Guidance and Counseling service delivery.

Hon. Dr. John Phiri (MP)
Minister of General Education

Acknowledgements

The development of and Counseling Five Year Strategy (2013-2016) is a result of the sharing of knowledge and expertise on the current provision of Guidance and Counseling services in schools in Zambian Primary Schools. I also wish to extend my special thanks to the USAID/Read to Succeed for financial and technical support in developing the document and many other cooperating partners who provided technical support. The contributions of the following persons and organisations in drafting this Five Year Strategy (2017-2022) Guidance and Counseling is acknowledged

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Working Definitions

Activity: A specific form of supervised action or field action

AIDS: AIDS stands for “Acquired Immuno Deficiency Syndrome” and describes the collection of symptoms and infections associated with deficiency of the immune system resulting from HIV infection

Confidentiality: Refers to secrecy. As used in this document it refers to non-disclosure of the HIV status of an individual by any person who may be privileged to know the HIV status of another.

Discrimination: An act based on prejudice – the ability or power to see or make fine distinctions. Essentially the act of treating people infected with HIV or manifesting AIDS in a different way, often negative way

Gender: A Set of two or more categories, as masculine, feminine, and neutral, into which words are divided according to sex, animation, psychological associations, or some characteristics, and that determine agreement with or the selection of modifiers, referents, or grammatical forms

HIV: Human Immune-deficiency Virus – is a virus that affects cells of the human immune system and destroys or impairs their function.

Learner: Refers to any person who is attending school for purposes of gaining knowledge

Partner: Refers to a person or institution associated with another or others in some activity of common interest

Policy: A plan or course of action designed to influence and determine decisions, actions, and other matters

Principle: Refers to a basic truth, law or assumption – a rule or standard especially of good behaviour

Psychosocial Support (PSS): the term is used to emphasize the close connection between psychosocial aspects of individuals’ experience (thoughts and emotions) and the wider social experience (that is, individual’s relationships, practices, traditions and culture). It takes into account the physical and spiritual dimensions (value systems, beliefs, and self-awareness) of an individual.

Stigma: The act of treating another person in a negative manner because of their perceived or actual status of, for example, HIV or AIDS.

Strategy: is a high level plan to achieve one or more goals under conditions of uncertainty. A strategy is important because the resources available to achieve these goals are usually limited.

Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CAMFED	Campaign for Female Education
CSO	Central Statistics Office
DEBS	District Education Board Secretary
DHS	Demographic Health Survey
G&C	Guidance and Counseling
HIV	Human Immune-deficiency Virus
MOGE	Ministry of General Education
MoHE	Ministry of Higher Education
NAC	National AIDS Council
NGO	Non-Governmental Organisation
PEO	Provincial Education Office
PSS	Psychosocial Support
REPSSI Africa	Regional Psychosocial Support Initiative for Eastern and Southern Africa
RTS	Read To Succeed
SADC	Southern African Development Community
SEO	Senior Education Officer
STEP-UP-Zambia	Strengthening Educational Performance Up Zambia
STI	Sexually Transmitted Infections
SRH	Sexual Reproductive Health
TGM	Teacher Group Meeting
UNICEF	United Nations Children Fund
VCT	Voluntary Counseling and Testing

Development of the Guidance and Counseling Strategy

Guidance and Counseling is aimed at helping individuals understand themselves and their environment so that they can function effectively in the society. It is aimed at helping learners overcome their problems.

The primary school learner in Zambia does not seem to have been exposed to proper and professional guidance and counseling, hence, his/her focus is limited as far as his/her personality is concerned.

The Guidance and Counselling Strategy (G&CS) has been developed following the drafting of the Management and Administration of the Guidance and Guidance and Counselling Guidelines for the Education Sector and the Teacher's Guide. The strategy is aimed at providing a strategy for implementing the Guidance and Counselling Services at various levels. For a long time now, it has been noted that in the education sector guidance and counselling services has been implemented without the policy guidelines and strategy for implementation¹. The lack of policy guidelines and strategy has led to uncoordinated and ineffective programme implementation.

Drawing on the G&C guidelines and the handbook, the purpose of this strategy is to improve the provision of School Guidance Services in the schools through the step by step strategies for implementers. It has been developed to guide the head teachers, teachers, community members and learners towards the development of psychosocial and survival life skills.

Developing the Five Year Strategy is based on an assessment of the situation on the provision of guidance and counseling in the MoGE at various levels and the life skills for HIV prevention interventions therein through analysis of reports, interviews with the provincial staff and teachers and some learners in selected provinces. It is heavily shaped by input from senior ministry officials at Headquarters and provincial levels and in particular the Guidance and Counseling officers, the specialists, Civil Society Organisation experts and some college lectures. The priority services articulated in the strategy will also inform the development of the Guidance and Counseling essential package of services.

The Strategy has been written for educators to develop, validate, or improve their support in making schools in their provinces and districts as inclusive centres of care and support. Guidance and Counselors teachers, principals, other district administrators, board of education members, teachers and parents are all recognized as active participants in this broad-based process for determining the guidance and counseling needs of all students and for planning how best to meet those needs.

School counselors have long been recognized and appreciated for their efforts in facilitating student learning. However, the current structure and education system does not have school counselors in place except teachers who are either trained or simply appointed by school

¹ *Guidance and Counseling Teacher's Handbook* (2015) Ministry of Education, Science, Vocational, Technical and Early Education

head teachers to take up the responsibility. This has negatively impacted on the learning outcomes of learners and in particular the needy learners with different challenges that require the services of a trained counselor. Some trained teachers also shun giving psychosocial services to needy learners because they perceive doing so as added responsibility on their already overloaded teaching schedules. The guidance and counseling strategy provides needed flexibility in program implementation for relevant stakeholders and enhances their efforts in contributing to increased student learning achievement.

Drafting Process of the Guidance and Counseling Strategy

In order to draft this strategy, key steps were made to collect information from relevant officers and review of available documents from the Ministry of Education and other relevant Social Sector Line Ministries. The following process was followed:

- i. Internal intra-directorate meeting to discuss the commonalities in the focus areas (Care and Support Services) and find a way of harmonizing the operations of the Care and Support services for learners which are currently dotted in various directorates and units with no clear platform for coordination in October 2012. This meeting laid the foundation for developing the strategy.
- ii. A consultative meeting with the Senior Education officers Guidance and Counseling from eight provinces, headquarters, representatives from Civil Society Organisations and an independent Guidance and Counseling Consultant was coordinated for five days in Kabwe in November 2013. During this meeting, valuable information was collected in what would go to the strategy. The identification of the gaps in the provision of the guidance and counseling in the Ministry of General Education.
- iii. Interviews were conducted with provincial and district officials in six provinces namely: Eastern, Luapula, Muchinga, Northern, North Western, and Western provinces with provincial education officers, some selected Guidance and Counseling District Coordinators, teachers and some learners to solicit for information to find out what they would like to see Guidance and Counseling be implemented in the next five years.
- iv. Consultative meetings and interviews were also complemented by the review of policy documents and other relevant documents from the G&C unit.
- v. The first draft was circulated to various stakeholders for their comments and input in and outside the Ministry of General Education. Teachers, head teachers and other leaders and administrators were also given an opportunity to review and add comments to the draft which were incorporated in this draft document.

1. INTRODUCTION

The development of the Guidance and Counseling Five Year Strategy has been as a result of the collaborative effort of the Ministry of General Education officials at national, provincial, district, and school level, CAMFED, Time to Learn, FAWEZA, REPSSI with support from the USAID funded project Read to Succeed. The document articulates the Five Year Strategy for guidance and counseling services for the Ministry of General Education (MoGE) to support districts and schools in the provision of guidance and counseling services to learners. It is intended to guide key stakeholders to collaborate and coordinate efforts for promoting guidance and counseling services at school level.

The Guidance and Counseling Strategy (2017-2022) is also consistent with, and aims to advance the World Education Forum of 2000 on the need for education to be holistic; and that the psycho-social dimensions of children's development be prioritized. It is also consistent with the Convention on the Rights of Children (CRC) Article 29 which states that "Education shall aim at developing the child's personality, talents and mental and physical abilities to the fullest extent".

The strategy is further consistent with the two SADC Education Ministers' meetings held in September, 2005 in Mbabane, Swaziland and in August, 2008 in Lusaka, Zambia which called for the strengthening of guidance and counseling programmes through the SADC Schools as Centres of Care and Support Programme. It is based on the National Education Policy, "Educating our Future", which partly states that one of the aims of education is to foster emotional, healthy living, physical coordination and growth of the child. It aims at advancing the 2008 Mulungushi International Conference centre review of the national curriculum and the 2009 meeting which was held to review the education policy "*Educating Our Future* (1996) Policy document.

These documents recognized the importance of strengthening School Guidance and Counseling services in all institutions of learning at all levels.

1.1 Guiding Principle of the Strategy

The guiding principle of this strategy is that optimum emotional and psychosocial wellbeing of the learner is a determining factor for effective learning. Therefore, this strategy outlines ways of ensuring that the emotional and psychosocial wellbeing of learners are promoted and strengthened.

1.2 Rationale

Ensuring that children are emotionally and psychologically able to learn is an essential component of an effective education system. This is especially relevant to efforts to achieve "Education for All" in the most deprived rural and peri-urban areas as well as urban areas. At present more of the poorest and most disadvantaged children have no access to good quality education and majority of whom are girls. It is these children, who often experience different forms of abuse and who are generally vulnerable to contracting communicable

diseases or are forced into early marriages, who have the most to gain educationally from supportive and functional guidance and counseling services.

Most learners encounter challenges beyond the scope of teachers' awareness in some cases during their time at school. While experiencing such dilemmas, many learners develop the adaptive coping skills that help them navigate life's difficult experiences. Despite the natural coping ability that most learners exhibit, most of the primary school teachers are ill-equipped to provide the needed and appropriate guidance counseling skills in the way that students adapt, change and grow through the process of learning from outcomes and mistakes. Guidance and Counselors teachers are expected to assess the learner's behavioral outcomes in order to better guide them.

Through the support and role-modeling that is provided by fully engaged parents, teachers, and other concerned adults, children and adolescents are able to learn how to manage challenges. Learning to deal with challenges empowers them to overcome obstacles and seize opportunities. In some cases, a student's adaptation to adult figures and role models appears to be a type of mirroring, though in other cases, it is more goal-oriented or self-directed.

While some of the learners may receive support from adults in their home and classroom environments, other students may not receive the quality or quantity of parental or classroom support they need. The lack of support prevents the achievement of academic and psychological stability (Fredericks, Blumenfeld, & Paris, 2004). These students may require additional support and intervention in order to support their optimal social, academic, and career development.

The variety of concerns that students deal with have increased particularly in this age when HIV/AIDS and Orphan-hood has impacted negatively on the schools and learners in particular. Adults who function in supervisory capacities also recognize that the pressures being borne by learners at the primary and secondary school level (particularly in government and community schools) are generating a wide range of academic, emotional, and social problems that would require more support for learners.

The role of guidance and counseling teachers and their presence in government schools has become increasingly important in recent years. The increased importance being placed on guidance and counseling makes sense on many levels. By being available, school guidance and counseling teachers are used as a resource and in becoming accepted; they are free to focus on student needs that may not have surfaced during basic instruction or supervision.

A guidance and counseling teacher is in a position where he or she can support a student's long-term desire for higher education or vocation. Full time Guidance and Counseling teachers are able to do this in a way that teachers who are confined to a certain grade level or subject, for example, are unable to. According to Scarborough and Luke (2008, p. 1), "comprehensive, developmental school counseling programming has been associated with numerous benefits for learners and is considered best practice". Student outcomes are highly mutable and are shaped by many aspects of learner's lives that do not occur in the classroom.

Trying to ascertain how to best deal with those out-of-school factors and how to best help a learner who needs additional help is one of the most significant ways in which counseling can be most effective.

The guidance and counseling strategy outlines key strategic components and activities for 1) policy harmonization of the common areas with components such as Life Skills education, Sexuality Education, Orphans and Vulnerable Children, and Special Educational Needs; and 2) establishing and strengthening structures at district and school level that support guidance and counseling service provision which are currently in the establishment.

Vision

Harmonized stakeholders' efforts in promoting guidance and counseling services to all by 2017

Mission

Providing equitably accessible education to all by strengthening school guidance and counseling services in all institutions

Strategic Objectives

1. To strengthen systems for providing guidance and counseling services in schools
2. To encourage greater involvement of stakeholders, particularly the parents and community members in the provision of services to learners
3. To strengthen guidance and counseling management systems at various levels
4. To promote and re-invigorate the provision of life skills and HIV/AIDS interventions

Strategies

1. Strengthen the systems for the provision of guidance and counseling services in schools through the creation/revamping of guidance and counseling committees
 - Capacitate teachers in principles of guidance and counseling and the provisions of psychosocial life skills education to learners
2. Facilitate and support greater and more effective involvement of parents and community members and other relevant stakeholders in the provision of services to learners
3. Support and strengthen data collection and data management systems in schools through capacitating teachers in techniques of data capture and data management in schools
 - Improve the quality, relevance, effectiveness and efficiency of guidance and counseling services provided to learners through continuous monitoring and mentoring support visits
4. Enhance the provision of life skills HIV/AIDS interventions through the continuum of guidance and counseling in schools
 - Provide opportunities for specialised education and training of guidance and counseling teachers in areas of HIV/AIDS education, life skills and Sexual Reproductive Health (SRH).

2.0 BACKGROUND

According to the 2010 census, the population of Zambia was estimated at 13 million people. Children aged 0 to 15 years comprised 45 percent of the total population. This implies that Zambia has a significantly young population.

In a KABP survey conducted in selected schools in six provinces namely Eastern, Luapula, Muchinga, Northern, North Western and Western provinces of Zambia, findings highlighted health and socio-cultural problems affecting school age children. The social-cultural problems include early marriages, teenage pregnancies, and some aspects of traditional practices, child labour and substance abuse (RTS, 2014).

The current HIV and AIDS situation adds to the complexity of problems confronted by the education system. Although the rate of HIV and AIDS among young people is low compared to those of adults, girls suffer disproportionately as victims.

The impact of HIV and AIDS is devastating to learners and teachers; it touches all aspects of their lives. Specifically, learners experience psychosocial distress, increased malnutrition, and loss of health care (including immunization), fewer opportunities for schooling and exposure to HIV infection. A further dimension of the HIV and AIDS problem is the fact that teachers fall within the age group that is most vulnerable to infection.

The increasing numbers of orphans due to AIDS poses further problems in the education system. According to the Zambia Demographic Health Survey (2013-14), 19.2% of all children living in households were vulnerable while 14.9% were orphans. Findings by the Institute of Economic and Social Research (2009), on the other hand reveal that Zambia has over 1,600,000 orphans and vulnerable children. A high proportion of these orphans are likely to experience low standards of living and high levels of morbidity and mortality. For economic and health reasons, many of them may be unable to attend school or drop out of school. Its' impact on the education sector includes:

- ☞ loss of skilled teachers and other key personnel;
- ☞ reduced school enrolment and attendance;
- ☞ an increase in the number of learners dropping out of school;
- ☞ an increase in absenteeism; and
- ☞ sickness and early retirement among teachers and other staff members

The challenges facing our learners today are enormous. Among the challenges is child abuse which has become one of the big problems in recent times and has left many learners traumatized. Teenage pregnancies and early marriages are becoming prevalent in our education system. In 2009 for example, 15000 girls dropped out of school due to pregnancies and only 6000 went back to school (MoGE Statistical Bulletin, 2010).

2.1 Comprehensive Sexual and Reproductive Health and Life Skills Knowledge

The transition from traditional to modern culture have given rise to new patterns of sexual behaviour among young people, leading to risk-taking due to insufficient and incorrect information on sexuality. As a result, they are prone to STIs/HIV and AIDS, teenage pregnancies, and these are more likely to jeopardize learners' potential careers. The 2007 Demographic Health Survey conducted in Zambia has shown that the majority of girls in Zambia become mothers before reaching the age of 20.

Three out of ten teenagers in Zambia have either already had a child (24) or are pregnant with their first child (7 percent). On the other hand, only 12 percent of women aged 12 to 19 years started using contraception before they had a child (DHS, 2014). Similarly, large proportions of the youth are sexually active. According to DHS (2014), in Zambia 70 percent of women aged 20 to 49 have had sexual intercourse by the age of 18 whilst 90 percent of men aged 22 have had sexual intercourse by the age of 16. However, there is the "Window of Hope" for ages 5 to 14 that require protective interventions.

Young women aged 15 – 19 years remain vulnerable and are five times more likely to be infected than their male counterparts, pointing to the feminization of the pandemic. Although Sexual Behavior Surveys have shown a 12 percent decline in the percentage of young people reporting ever had sex (from 70 percent in 2000 to 58 percent in 2009) a number of core challenges remain:^[1]

- More males than females have had sex by the age of 15 and 16 years;
- Males report slightly less use of condoms at first sex than females among the age group 15-19 (27 percent males, 31 percent female);
- Critically young women in rural areas are more likely to be pregnant than those in urban areas in the age group 15-24, with additional risk of exposure to STIs including HIV and burden of child care responsibilities

According to the CSO Zambia Sexual Behaviour Survey (2009):

- i. Approximately one in five youths (23 percent) reported that they did not have sex in the 12 months prior to 2009. The study survey findings reveal that there was a slight increase in the percentage of adolescent girls who reported exchanging money for sex (6 percent in 2005 to 8 percent in 2009). In addition, the survey showed that there were no positive changes in the past decade of correct and consistent use of condoms with non-regular partners.
- ii. Overall 16 percent of youth have indicated that either it was very likely that their partner had another partner; while 20 percent said it was 'somewhat likely'. The percentage of adolescent females (aged 15-19) reporting having had sex with a partner at least 10 years older increased over survey periods from 10 percent (2000) to 14 percent (2009). Many young people are becoming more sexually active at early ages for example the age at first sex for young people is very low

^[1] Information here drawn from CSO Zambia Sexual Behaviour Survey 2009, (Lusaka, 2010), pp.69-82.

with some studies indicating that some girls and boys have sex as early as the age of 12 (DHS : 2007).

- iii. Alcohol abuse and its direct link to risky sexual behavior remains a key challenge with no positive change (i.e. a decrease) on the percentage of young sexually active adolescents reporting being intoxicated during sex. Although knowledge of among adolescents (15-19) has increased on where to go for HIV testing, the percentage of this age group is lower than that of young adults aged 20-24 (87 percent versus 94 percent respectively). Additionally, despite the percentage steady increase of young people who have been tested and received results 2003-2009, more than one in ten young people feel that they are not at risk and therefore do not require VCT services (with depression/fear and stigma the key determinants to preventing VCT seeking behavior).
- iv. Despite the internationally verified scientific evidence that backs male Circumcision as a bio-medical intervention in helping to curb HIV transmission, the vast majority of uncircumcised men of all ages indicated in the 2009 SBS that they did not want to be circumcised.

2.2 Knowledge About Future Careers

Many children go to school without prior knowledge of their future careers. School leavers today end up on the streets with a sizeable number keeping moving from one job to another trying to explore which job meets their interests and capabilities. The majority of these school leavers are not aware of their potential as they do not receive enough guidance and counseling due to non-availability of the required numbers of trained guidance and counseling teachers in schools. Therefore, there is need to help them discover themselves, i.e. their abilities, interests, personalities, values, beliefs, and the great potential in them. They should also be assisted to acquire the necessary skills they need in order to cope with the different circumstances they may encounter later on in life.

It is in the light of the above issues that the Zambia's Education Policy '*Educating Our Future*' (1996) emphasizes the need for the education sector to prepare young learners for their future roles and productive lives. Through Guidance and Counselling services, the Ministry of Education, Science, Vocational Training and Early Education has attempted to provide for and address career, academic, social, personal, and psychosocial concerns of young people although a lot still needs to be done for this important age group. The learner is seen as developing, needing not only academic knowledge but information about the psychosocial dynamics and changes that are coupled with being a member of a family, a society and a nation. Knowledge about the self, the environment, and the effects hence thereof need an established support system. In this regard, the guidance programme is seen as a catalyst to enhancing the academic, career, social and psychological outlook of learners.

Despite the importance and benefits of guidance and counseling outlined above, guidance and counseling services in learning institutions have been left to teachers who are already overloaded and without appropriate materials in the area of guidance and counseling. Additionally, the absence of appropriate guidance and counseling materials for both

teachers and learners has adversely affected its service delivery. As a result, guidance and counseling services in schools have not been effectively carried out.

2.3 Prevailing Situation

Although guidance and counseling is discussed in the Policy Document Educating Our Future, there is no stand-alone guidance and counseling policy with strategies and guidelines in place. Since there is no policy on Guidance and Counselling, the provision of this service lacks appreciation by most administrators and other stakeholders. This scenario has contributed to the difficulty experienced in understanding the psychosocial challenges learners face on a daily basis. These challenges range from emotional, psychological, and physical deprivation. All these challenges combined require the guidance and counseling services. In the absence of the policy and policy guidelines, it is very difficult to have clear direction to take and makes it also challenging to plan and fully provide the service.

2.3.1 Low Staffing Levels at Headquarters

The school guidance services unit has been understaffed for a long time with a reduction in its establishment from 14 before restructuring to two after restructuring. This situation has negatively impacted on the effective delivery of guidance and counselling services. In the new establishment, the establishment at National Headquarters on Guidance and Counselling only allows for 2 Officers namely, the Principal Education Officer and the Senior Education Officer – Career Guidance. This state of affairs makes the management of guidance and counselling programmes difficult as other key areas of guidance, such as the Psychological Testing and Assessment and Counselling are not adequately covered.

2.3.2 Absence of Officers at District Level to Coordinate Guidance Activities

School Guidance Services organizational structure does not have an officer at the District level to co-ordinate schools and act as an administrative bridge between the provincial office (Senior Education Officer- Guidance and the schools guidance teachers). This has made the management and coordination of guidance and counselling programmes at district level difficult. In view of the above, the unit has been coordinating guidance and counselling at district level through attachment of guidance personnel who are still teachers at their respective schools. This arrangement has not yielded the much anticipated positive results because of their workloads as teachers.

2.3.3 Insufficient Trained Personnel in Guidance and Counseling

The MOGE at present does not have adequate qualified personnel at institutional level to handle guidance services. Guidance and Counseling work has, for a very long time, been handled by unqualified educators who have heavy teaching loads thereby making it difficult for them to provide quality guidance services. In schools, for instance, guidance teachers without formal training are appointed although they lack skills to handle psychosocial problems encountered by learners. The majority of the stipulated number have attended short term courses) against the total number of guidance teachers in schools. This gap has resulted into the school guidance services not being able to address psychosocial issues,

directly or indirectly, which affect learners such as HIV/AIDS, life skills, teen pregnancies and poor study skills, among others.

Technical and Vocational Teachers' College (TVTC) and National In-Service Teachers' College (NISTCOL) have not impacted as much as they should have done because of the low numbers that are admitted each year. In 2004, at the meeting on Guidance and Counselling for College vice Principals and Lecturers, it was agreed that every student that enters a College of Education should be offered guidance either as a course on its own or integrated into the education course. This was with the view to equip every graduate teacher with the skills to provide guidance and counselling to learners. It has, however, been observed that some Colleges of Education are offering guidance as an optional and not compulsory course. Against this background, the implication is that the system has a workload of teachers who are trained in principles of guidance and counseling and yet all teachers are supposed to be equipped with skills to provide guidance and counseling services upon completion of their studies.

2.3.4 Deployment of Trained Personnel in Guidance and Counseling

The training of Teachers in Guidance, Counselling and Placement at TVTC, Luanshya which started in 1987 and NISTCOL has not yielded any positive results due to lack of recognition of its importance by the education system. The Ministry has no establishment or salary scale for Primary School teachers that upgrade themselves by obtaining a two year Diploma in Guidance and Counselling. Similarly, government has no establishment for Diploma holders who upgrade themselves to a Degree level in Guidance and counselling.

The guidance personnel that have been trained in Guidance and Counselling are not practicing in their schools. This is not just a waste of human and financial resources but misplaced priority. Government has been spending, and still spends a lot of money to train teachers in this specialized training and yet after training, the teachers are not utilized. The education system has also lost a number of skilled personnel to nongovernmental organisations and yet the training is very useful to the school administrators, teachers and pupils for their psychosocial, emotional, personal and educational needs. This situation is not only unfortunate but very de-motivating and demoralizing for the teachers that have undergone the training.

2.3.5 Insufficient Relevant Materials on Guidance and Counseling

There is recognition that currently, the guidance and counseling unit has outdated materials which are also insufficient.. This has hampered the smooth delivery of guidance services in the education system. For a long a time now Guidance and Counselling teachers have been operating without relevant materials to effectively implement School Guidance Services in schools. The development of guidance materials for both teachers and learners especially the Teachers' Guide on Guidance and Counseling, Hand book for the administration and management of school guidance services, Career guide for learners is timely.

2.3.6 Insufficient Support for Guidance and Counseling from Head Teachers and Administrators

Guidance and counselling is not receiving the necessary support from the educational managers. The 1992 circular on guidance and counseling issued by the then Permanent Secretary directed that all practicing guidance teachers be paid extra duty allowance. This directive became apparent that guidance and counselling was considered an important component of education provision. As a result of this development all schools have guidance teachers appointed by school Heads. Despite having these teachers in schools, Head teachers, in most cases, only use them for the administration of examinations and no support to implement guidance and counselling activities in schools. However, there are isolated cases where Head teachers, out of their good will, have shown some support in the day to day implementation of guidance and counselling services.

Additionally, the challenges facing our learners today are enormous. Among these challenges are riotous behaviour, bullying, child abuse which has become one of the biggest problems in recent times and it has left many learners traumatized. Teenage pregnancies and early marriages are becoming prevalent in our education system. According to Beutel (2000), becoming a parent at any age can be a life-altering experience. Regardless of race, education, and socio-economic status, motherhood—and fatherhood—uniformly places demands on one's life that was non-existent prior to the birth of a child. When school-aged pupils become parents, the new responsibilities can be overwhelming. For teenage parents who lack support from their own parents, this experience can be even more daunting as they seek support in adult-oriented systems, which even older parents may find challenging. The guidance and counseling teachers need support from administration, parents and the district level to effectively support learners who present themselves with such challenges.

2.4.7 Lack of Office Space for Guidance and Counselling

Whereas in secondary schools provision for careers offices has been done, the prevailing situation in primary and community schools is that these rooms are non-existent. Majority of the primary schools have no counseling rooms to provide individual and specialised counseling by guidance and counseling teachers. In the provision of counselling it is a requirement that privacy and confidentiality should be upheld at all times.

2.4.8 Inadequate Monitoring and Evaluation of Guidance and Counselling Services

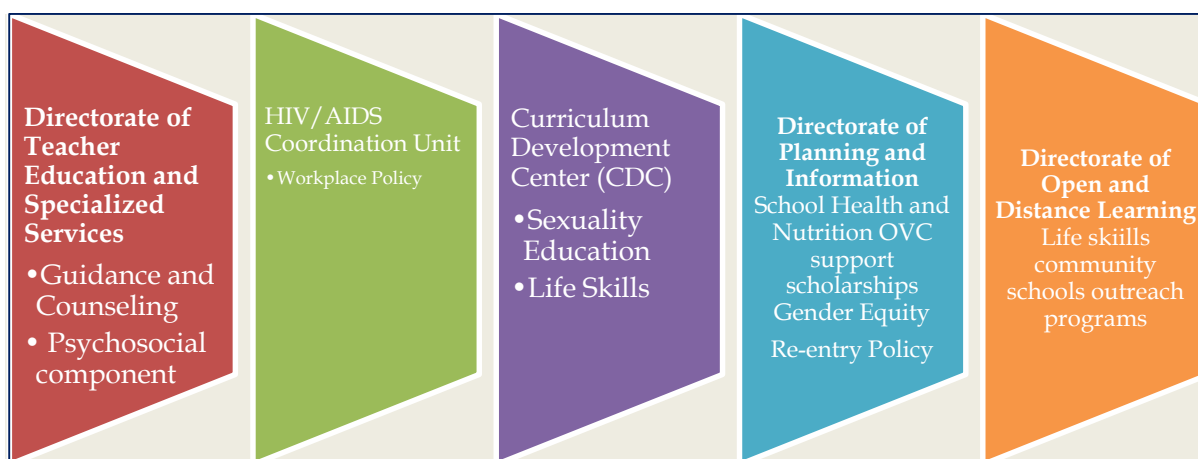
Counselling as a process has to be monitored and evaluated to improve on quality of services provided to learners and the content of the program. Monitoring and evaluation should, as much as possible, be consistent and systematic within the practice and organisations of counselling services. In that case, monitoring and evaluation have to be conceptualized within a continuum to ensure that services offered are meaningful and that essential characteristics of the counselling process are effectively applied.

The SNDP and the National Implementation Framework III (NIF III) do not have specific indicators for G&C in particular indicators to monitor progress made in the provision of

counseling services or in PSS in particular. The only indicator that exists is too broad and general to the extent that it is very difficult to track the actual impact of various services provided under guidance and counseling.

2.4.9 Compartmentalisation and Unclear Ownership of Programmes

The work of the Ministry on learner support services in the Strategic Plan and the NIF III falls under Equity Issues. The components include: gender equity; orphans and vulnerable children, community schools, Special Educational Needs, HIV and AIDS; Sexuality Education, Life Skills Education, Re-entry Policies and School Health and Nutrition (SHN) currently occurs through several directorates. The sections and units don't collaborate effectively despite their similarities. This at times results in duplication of efforts and wastage of resources. Unfortunately, all these Programmes and Units are not planning and implementing activities together despite having similar goals. For programmes such as the HIV and AIDS it is mostly targeting the workers.



2.4.10 Examination Anxiety Among Learners

Learners experience examination anxieties because of lack of preparedness for examinations. To counteract this problem some learners even indulge in illicit activities such as looking for examination leakages.

For a long time the Guidance and Counseling Teachers have been participating in handling of examination related issues at school level but have not taken an active part in meaningfully preparing the learners for examinations. Although this is mainly applicable to secondary level, guidance and counseling teachers at primary level are not involved in preparing learners for examinations.

In recent years, lack of proper preparation for examinations has resulted into girls exchanging sex for marks or leakages referred to as "transactional sex". This is as result of lack of preparedness of learners for examinations. It becomes the responsibility of the teachers, the school administration and the parents to ensure that learners are adequately prepared in order to get rid of this trend.

2.4.11 Database for Guidance Personnel

TESS Guidance and Counseling Unit with support from cooperating partners and working closely with other directorates and units will in short term conduct an audit of existing guidance and counseling staff in schools and create a database.

2.4.12 Guidance and Counseling Committees in Schools

Whereas Guidance and Counseling Committees exist in some high schools, Guidance and Counseling Committees do not exist in basic schools. Even in situations where they exist, the membership is only limited to members of staff excluding the parents and learners. Schools are also saturated by the multiplicity of committees for various issues. In most cases members of these committees are the same. To this extent, there is need to harmonise the committees as most of them deal with the same cases/issues.

3.0 STRATEGIC AREAS IN THE FIVE YEARS

This section outlines the strategic focus areas for the next five years in the provision of guidance and counseling services to the learners. Priority will mainly be on strengthening the system to coordinate and effectively provide services and capacity building of the service providers who range from district, teachers and community member. Focus will also be on meaningful engagement in policy dialogue in order operationalize guidance and counseling at all levels.

3.1 Advocate for Increased Staffing Levels at Headquarters

In order to effectively provide guidance and counselling services to learners at all levels, the strategic focus will be to lobby and advocating for an increase in staffing for the guidance and counseling unit. During the five year strategic period, focus will be on lobbying and advocating for increased number of staff to effectively manage the guidance and counseling component in the ministry.

3.2 Advocate for the Placement of Trained G&C Personnel

Lobby and advocate for creation of substantive positions of Education Officer Guidance at district and school levels are established. Another priority will be to lobby the Public Service Management Division (PSMD) to create the PMEC positions for the officers.

3.3 Conduct Trainings for Guidance and Counseling Teachers

Training of teachers in guidance and counseling will be given priority in order to ensure that all schools and colleges of education have trained personnel skilled to provide services to learners/students. Efforts will be made to ensure that more teachers get trained in Psychosocial Support at Chalimbana University and other tailor made courses. During the strategic period, at least all schools will have trained teachers. Support shall, therefore be given to strengthening the Teacher Group Meetings (TGM) to share lessons and learn from each other through the SPRINT program.

3.4 Lobby and Advocate for the Teaching of Guidance and Counseling at College Level

During the strategic period, Guidance and Counseling Unit will advocate for all Teacher Training Colleges of Education make guidance and counseling as a compulsory course. Another priority will be to support and strengthen networking between MOGE and social sector line ministries and other partners such as REPSSI, UNICEF, and Restless Development to scale up guidance and counseling services to learners in all schools in the country.

3.5 Orient Teachers and Community Members in G&C Implementation Guidelines

In view of the shortage of relevant materials for guidance and counseling at all levels of the education provision, steps have been made to develop the Handbook on Guidance and Counseling, “Teachers’ Handbook and Learner’s guide as guidelines for implementing guidance and counseling services at school level. Teachers and community members will be oriented in principles set in the guidelines in order to strengthen service delivery at school level.

3.6 Advocate for Support for Guidance and Counseling teachers

During the strategic period, the Guidance and Counseling Unit with support from partners such as REPSSI, Read to Succeed, UNICEF and Restless Program shall advocate senior management to draft a circular to all the educational managers to allow for the systemic provision of school guidance services in primary and secondary schools.

3.7 Provide Office Space for Guidance and Counselling Services

In the short term, schools will be oriented on the need to provide at least one room where counseling services can take place in the school. However, in the longer term, advocacy will be on lobbying management to deliberately create a room for guidance and counseling services to each of the new schools constructed.

3.8 Harmonize Programs

The Guidance and Counseling Unit with support from cooperating partners and other stakeholders will work closely with other directorates to harmonise and coordinate programs with similar mandate in order to avoid duplication of work.

3.9 Orient Learners in Examination Preparedness

The Guidance and Counseling Unit with support from cooperating partners and other stakeholders will work closely with Examinations Council of Zambia and Standards and Curriculum to ensure that learners are meaningfully oriented on examinations preparedness will be given priority in support of MOGE initiatives. A multi-pronged approach will be used:

- i. Learner friendly Guidance and Counseling Services are readily available
- ii. Orienting learners on examination preparedness
- iii. Implementing career talks and exhibitions

- iv. Strengthening the life skills in particular the skill of negotiation and assertiveness among girls

3.10 Monitor and Evaluate Guidance and Counselling Services

Another priority area of focus in the strategic period shall be the developing of the monitoring and evaluation framework which will apportion roles and responsibilities for various officers at all levels.

3.11 Conduct an Audit of Guidance and Counseling personnel

The Guidance and Counseling Unit with support from cooperating partners and working closely with other directorates and units will in the short term conduct an audit of existing Guidance and Counselling staff in schools.

Detailed Guidance and Counseling Performance Indicators

Strategic Objective	Strategies	Key Activities	Performance Indicator			Critical Assumptions	Core Implementers
			Indicators	Baseline (2012)	Targets (2016)		
Strengthen systems for providing guidance and counseling services	revamp and create guidance and counseling committees at district and school levels	Sensitize communities and schools on the importance of guidance and counseling service provision;	Number of districts and schools with functioning guidance and counseling systems	Weak/or no systems in place for G & C services and no G&C Committees in place	At least 100% of schools in target districts with G & C committees in place in target districts and schools by 2014	political will and human resources available	MoGE
		Support schools create guidance and counseling committees at district and school levels	Number of districts and schools with G&C committees	Few teachers trained and oriented in the policy developments with respect to G&C provision			
		Train relevant officers in the new policy developments in the MoGE	Number of officers trained in the new policy development				

		Advocate for the establishment of the guidance and counseling district officers position	District and school level guidance and counseling officers on appointed and positions established	No established position for guidance and counseling teachers at district and school level	Substantive positions of guidance and counseling teachers established, approved and staff appointed as district and school guidance and counseling teachers by 2015	Political will and human resources	MOGE and other partners
To promote greater involvement of stakeholders, in the provision of services to learners	Facilitate meetings and trainings to encourage greater and more effective involvement of parents, community members and other relevant stakeholders in the provision of services o learners	Train/orient and sensitise parents and community members on the importance of active participation in their children's schools	Number of meetings and/or trainings conducted to promote involvement of stakeholders in the provision of guidance and counseling	Low levels of stakeholder involvement in the provision of guidance and counseling services	Number of learners particularly girls and OVC receiving support services in schools in target districts	Political will and human resource availability	MOE/RTS and other partners
To advocate for the establishment of substance positions for the senior officers at national level for guidance and guidance counseling guidance and counseling management systems at various levels	Improve the quality, relevance, effectiveness and efficiency of guidance and counseling services provided to learners through improved lobbying and advocacy for increase in staffing levels at national and trict levels.	Lobby and advocate for more substantive positions for senior guidance and counseling officers to support the skeleton staff currently available at national level	At least two more positions established at national level to support the skeleton staff currently available	Currently one person manages the program at national level	At least 3 more people recruited to increase the staffing levels at national level.	Political will and human resource availability	MOGE; RTS and other partners
	Strengthen data collection and data management	Conduct an audit to come up with a database	Audit conducted on the number of trained guidance	No database on number of people trained as G&C	1 audit conducted in all target provinces and	Political will and human resource	MOGE Guidance and Counseling unit

	systems in schools through capacitating guidance and counseling teachers in techniques of data capture and data management in schools	indicators and Capacitate guidance and counseling teachers in data collecting techniques and data utilization for decision making	and counseling teachers Conduct training for G&C teachers in data management	teachers G&C teachers have insufficient knowledge on data capture and utilization on the different types of services provided	districts by 2014 1 training of G&C teachers and administrators conducted by August 2013	availability	
	Strengthen systems for continuous professional development, management and support through SPRINT	Conduct on-going school/zone level visits to support teachers in the management of the G&C programs and orient teachers on the recording of their TGM topics	Conduct at least 3 monitoring and support visit to sampled schools in all target districts	Guidance and counseling issues not taken as important issues for discussion during the TGMs	4 monitoring and support visits conducting in a year (once every term) reports and records of G&C topics discussed during the TGMs checked	Political will and human and financial resource availability	MOGE Guidance and Counseling Unit and RTS LSST
Promote and re-invigorate the provision of life skills HIV/AIDS education	Support and promote the provision of life skills HIV/AIDS interventions through the continuum of Guidance and Counseling in target all schools	Conduct aggressive sensitization on HIV/AIDS response in target schools and surrounding communities Train selected learners agents of change	Monthly sensitizations conducted in target schools Train at least 10 learners per school in target districts as peer educators	Low levels of knowledge on HIV/AIDS drivers of HIV and low levels of knowledge on HIV response Learners in primary schools have limited life skills knowledge	Low levels of HIV infections among adolescents Low levels of teenage pregnancies among girls Increased number of boys seeking consent and go for male circumcision	Political will and human and financial resource availability	MOGE Guidance and Counseling Unit and RTS LSST

To strengthen policies on sexual education and HIV prevention in schools	Work simultaneously at Headquarters' level and school level on the implementation of sexual education and HIV prevention in schools	Support the review of the HIV/AIDS workplace policy by MOGE through participation in the reviewing of documents produced by consultants and make supply feedback Develop the sensitization strategies of communities and learner Train schools on to conduct sensitization campaigns on the re-entry policy and other SRH issues affecting learners	All target schools and communities sensitized on the revised HIV/AIDS policy Produce policy briefs on the revised HIV/AIDS workplace policy Brochures and pamphlets produced for use in the sensitization At least 2 trainings to be conducted for schools and community members	Outdated policy document which does not fully address the concerns of learners Lack of information and knowledge about the revised HIV/AIDS policy Insufficient brochures and pamphlets that focus on primary school learners with the link to	2000 Brochures, pamphlets produced Policy briefs produced once every quarter Knowledge and information levels on SRH and HIV response increased	Political will and human and financial resource availability	MOGE Guidance and Counseling Unit and RTS LSST
To develop the guidance and counseling impact assessment package	Conduct a desk review of the indicators available on G&C through a review of MOGE documents	Review available documents and policies to assess the existing knowledge on the G&C impact package	1 desk review conducted Report produced and impact assessment package developed	Lack of G&C impact assessment package	Impact assessment package with indicators produced by the June 2014	Political will and human and financial resource availability	RTS LSST, MOGE G&C Unit and Planning and Information Directorate

